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# LAND USE PLAN UPDATE

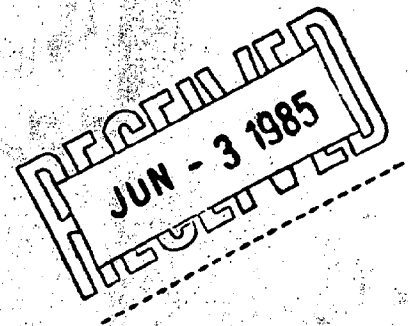
PREPARED FOR:

THE TOWN OF BEAUFORT, N.C.

By:

**SATILLA PLANNING**

PLANNERS □ LANDSCAPE ARCHITECTS



ADOPTED MARCH 18, 1986

CERTIFIED BY THE COASTAL RESOURCES COMMISSION

APRIL 4, 1986

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**LAND USE PLAN UPDATE**

**Beaufort, North Carolina**

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U.S. DEPARTMENT OF COMMERCE NOAA  
COASTAL SERVICES CENTER  
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Adopted by the Town of Beaufort: March 18, 1986

CRC CERTIFICATION: April 4, 1986

The preparation of this report was financed in part through a grant provided by the North Carolina Coastal Management Program, through funds provided by the Coastal Zone Management Act of 1972, as amended, which is administered by the Office of Ocean and Coastal Resource Management, National Oceanic and Atmospheric Administration.

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## **INTRODUCTION**

The Coastal Area Management Act of 1974 establishes a cooperative program of coastal area management between local governments and the State. Land use planning is intended to be central to the local government's involvement, providing local leaders an opportunity to establish and implement policies to guide the development of their community.

The Beaufort Land Use Plan is an expression of long range planning goals in which the local government has set forth its major policies concerning desirable future development over the next ten years.

The Land Use Plan is an important policy document at local, regional, state and federal levels. The users, in addition to the Town of Beaufort, are regional councils of government, State and Federal permitting agencies, and public and private funding and development groups.

### **Local Government Uses**

The plan provides policy guidance for decisions related to overall community development, while providing the basis for land development regulations and capital facilities programming. Planning for the provision of capital intensive services, such as central sewer and water, is aided by the Land Use Plan's identification of likely growth trends and by plan policies which will effect growth.

### **Local Land Development Uses**

Developers and investors (including prospective residents) can use the land use plan as a primary source of information about the community. The plan provides data and analysis on present development patterns, capacity of community facilities, population and growth patterns, and physical limitations to development, all of which are useful in market analyses and other feasibility studies. The plan also provides the investor with information about the community's preferences for development types, densities, and locations.

### **Regional Uses**

The Beaufort Land Use Plan will be used by the Neuse River Council of Governments for regional planning purposes and in its function as Regional Clearinghouse (A-95) for State and Federal funding programs. The local plan indicates to this agency what types of development the community feels are desirable and where the development should take place.

### **State and Federal Uses**

Local land use plans are used in the granting or denial of permits for various developments within the coastal area. State and Federal agencies must ensure their decisions consider the policies and land classification system established by this plan. The Coastal Area Management Act stipulates that no development permit may be issued if the proposed development is inconsistent with the local land use plan.

Similarly, decisions related to the use of Federal or State funds within the community and projects being undertaken by state and federal agencies themselves must also be consistent with the local plan.

## EXISTING CONDITIONS

The existing conditions section of this Land Use Plan presents brief descriptions of the conditions pertinent to land use in Beaufort. General section headings include: Existing Land Use, Land Use Controls, Economic Conditions, Community Facilities, Transportation, and Physical and Environmental Constraints. Sources for Existing Conditions and all other sections of the plan are generally cited in the course of the text and include the North Carolina Departments of Natural Resources and Community Development, Transportation, Cultural Resources, and Administration; the Division of Marine Fisheries; the Federal Emergency Management Administration; the Carteret County Planning and Tax Departments, Beaufort officials, and personal observations by Satilla Planning, Inc. Sources are generally cited in the course of the text and major conclusions follow as part of plan analysis.

### Existing Land Use

The Town of Beaufort is known for its historic, small town character and its beautiful waterfront areas. Although predominantly a residential community, Beaufort contains an unusually diverse mix of land uses for a town its size. Existing land use is graphically depicted on Map 1 (following page).

Existing land use tabulations for the corporate limits of Beaufort, its extraterritorial jurisdiction (ETJ), and the total Beaufort planning area (corporate limits plus ETJ) are found in Tables 1 through 3 (pp. 3 - 5). A descriptive summary for each land use category follows.

### Residential

Residential land use in Beaufort was broken down into three categories: single family, multi-family, and mobile homes. In the extraterritorial area, the single family category also includes mobile homes on individual lots.

#### Single Family

This is by far the predominant residential dwelling type within the Beaufort town limits. Some 1263 dwellings, 73 percent of all dwellings in the corporate limits, occupy slightly less than 300 acres of land. This accounts for about 80 percent of the residential total. Single family residential density is 4.3 units per acre of land, slightly more than 10,000 square feet per unit.

In the extraterritorial area, 209 units occupy 146.5 acres. The single family residential density here is about one third that of in-town at 1.4 units per acre, or more than 30,000 square feet per unit.

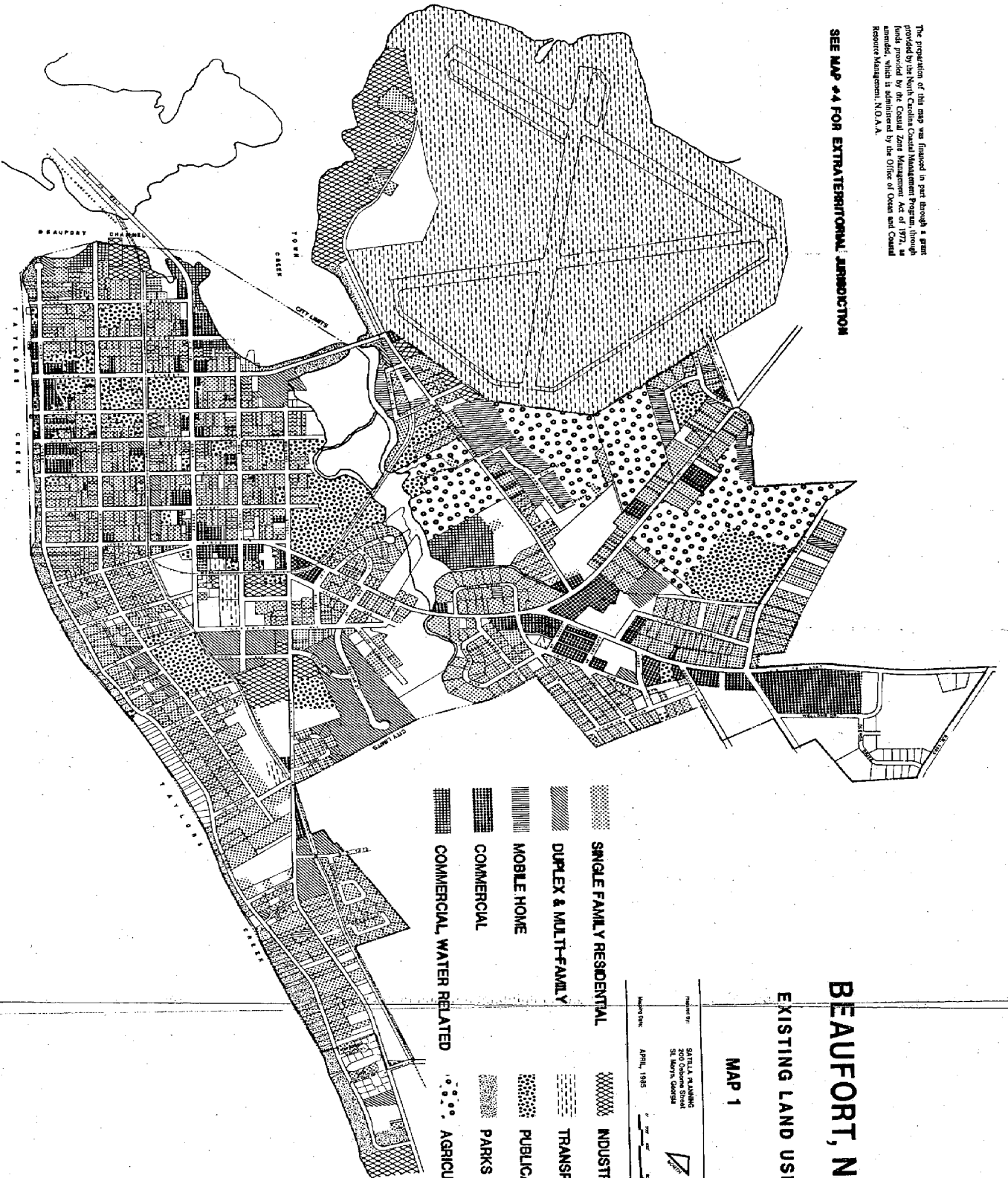
#### Multi-family

All of 444 multi-family units in the Beaufort planning jurisdiction are found within the town limits, accounting for 51.2 acres. Most of the smaller multi-family groupings (6 units or less) are found in the oldest



The preparation of this map was financed in part through a grant provided by the North Carolina Coastal Management Program, through funds provided by the Coastal Zone Management Act of 1972, as amended, which is administered by the Office of Ocean and Coastal Resource Management, N.O.A.

SEE MAP #4 FOR EXTRATERRITORIAL JURISDICTION



# BEAUFORT, N.C.

EXISTING LAND USE

MAP 1

Prepared by: GATTELLI & JENNINGS  
2000 Oakwood Street  
St. Marys, Georgia  
April, 1985

- |  |                           |  |                            |
|--|---------------------------|--|----------------------------|
|  | SINGLE FAMILY RESIDENTIAL |  | INDUSTRIAL                 |
|  | DUPLEX & MULTI-FAMILY     |  | TRANSPORTATION & UTILITIES |
|  | MOBILE HOME               |  | PUBLIC/INSTITUTIONAL       |
|  | COMMERCIAL                |  | PARKS & OPEN SPACE         |
|  | COMMERCIAL, WATER RELATED |  | AGRICULTURE                |

TABLE 1. EXISTING LAND USE WITHIN TOWN LIMITS<sup>1</sup>

Land Use	Acres	Percent of total	Units	Density (Units/acre)
Single Family	294.4	41.1	1263	4.3
Mobile Home	22.4	3.1	98	4.4
Multi-family	51.2	7.1	444	8.7
<b>Total Residential</b>	<b>368.0</b>	<b>51.3</b>	<b>1805</b>	<b>4.9</b>
Commercial	70.4	9.8		
Industrial	22.1	3.1		
Public and Institutional	58.4	8.2		
Parks and Open Space	8.7	1.2		
Utilities	4.4	.6		
Agricultural, Forested and Vacant	184.4	25.7		
<b>Totals</b>	<b>716.4</b>	<b>100.0</b>		

<sup>1</sup>Source: Satilla Planning field survey, February - March, 1985.

TABLE 2. EXISTING LAND USE IN EXTRATERRITORIAL AREA<sup>1</sup>

Land Use	Acres	Percent of total	Units	Density (units/acre)
Single Family (includes mobile homes on individual lots)	146.5	6.3	209	1.4
Mobile Home Parks	5.1	.2	36	7.0
<b>Total Residential</b>	<b>151.6</b>	<b>6.5</b>	<b>245</b>	<b>1.6</b>
Commercial	7.2	.3		
Industrial	75.8	3.3		
Public and Institutional	17.1	.7		
Parks and Open Space	4.5	.2		
Airport	403.6	17.4		
Agricultural, Forested and Vacant	1665.8	71.6		
<b>Totals</b>	<b>2325.6</b>	<b>100.0</b>		

<sup>1</sup>Source: Satilla Planning field survey, February - March, 1985.

TABLE 3. EXISTING LAND USE - TOTAL BEAUFORT PLANNING AREA<sup>1</sup>

Land Use	Acres	Percent of total	Units	Density (units/acres)
Single Family	440.9	14.5	1472	3.3
Mobile Homes	27.5	.9	134	4.9
Multiple Family	51.2	1.7	444	8.7
<b>Total Residential</b>	<b>519.6</b>	<b>17.1</b>	<b>2050</b>	<b>3.9</b>
Commercial	77.6	2.6		
Industrial	97.9	3.2		
Public and Institutional	75.5	2.5		
Airport	403.6	13.3		
Parks/Open Space	13.2	.4		
Utilities	4.4	.1		
Agriculture, Forested, Vacant	1850.2	60.8		
<b>Totals</b>	<b>3042.0</b>	<b>100.0</b>		

<sup>1</sup> Area within town limits plus extraterritorial jurisdiction. Source: Satilla Planning field survey, February - March, 1985.

part of Beaufort, in the area south of Town Creek. The average density for this category is 8.7 units per acre. Newer multi-family developments include Pirates Landing, Beaufort Towne Apartments and Brentwood Village Apartments.

#### Mobile Homes

There are 98 mobile homes within the Beaufort town limits. Almost all of these units lie within two mobile home parks on West Beaufort Road. The average density for this category within the town limits is roughly equivalent to that for single family dwellings in Beaufort - about 4.4 units per acre.

Mobile homes within mobile home parks in the extraterritorial area yield a higher density than those in Beaufort, 36 units on 5.1 acres or about 7 units per acre.

#### Residential: Summary

There are a total of 1805 dwellings within the Beaufort town limits. The average residential density is 4.9 units per acre. The predominant dwelling type is the single family home on an individual lot (over 70 percent of the total). Multi-family units comprise roughly 20 percent of the dwelling unit count. Five percent of all dwellings in Beaufort are mobile homes. Residential land use covers more than 50 percent of the land area within the town limits.

In the greater Beaufort planning area, there are 2050 homes. Some 72 percent of these units are single family or mobile homes on individual lots. Twenty-two percent of the units in the planning area are multi-family. The remaining six (6) percent are mobile homes found in mobile home parks.

The 2050 units comprise about 17 percent of the total land area within the planning jurisdiction.

#### Commercial

There is a substantial amount of commercially developed land within the Beaufort planning area, particularly for a town of Beaufort's population. Of the more than 77 acres in this category, more than 90 percent (70.4 acres) lies within the corporate limits. Notable commercial areas include the waterfront commercial district and Beaufort Square Shopping Center. Over 15 acres (19 percent) in the commercial category can be considered marine and fisheries related commercial uses.

#### Industrial

A majority of the industrial land use in the Beaufort area is found in the extraterritorial area (over 75 acres compared to 22 acres within the town limits). The largest industrial land user is Atlantic Veneer Plywood, located at the east end of Lennoxville Road. Much of the remaining industrially classified land in the extraterritorial area is adjacent to the airport.

## Public and Institutional

Beaufort is the county seat of Carteret County and contains a significant number of government related uses. In addition to State, Town and County government facilities, this category includes the Mariner's Museum, the public library, several schools; numerous churches and cemeteries, and fraternal and cultural buildings. Over 75 acres fall within this category.

## Parks and Open Space

Accounted for in this category are the waterfront park, Grayden Paul Park, Freedom Park, the Town dock, and undevelopable land along waterfront areas which is under private ownership but affords waterfront views from public right of ways.

## Airport

The Beaufort - Morehead City Airport is the single largest developed land use in the Beaufort planning area at over 400 acres.

## Utilities

This category includes water distribution and sewage treatment facilities, including wells and lift stations, and telephone and electric power facilities.

## Agricultural, Forested, and Vacant

Within the town limits, of the total 184.4 acres in this category, 93 acres fall into the agricultural category, or about 13 percent of total land within Beaufort. Slightly less acreage within the corporate limits of Beaufort (91.3 acres) is undeveloped.

In the extraterritorial area, the vast majority of land falls into this category, more than 1660 acres (71.6 percent). Much of this land is under cultivation.

## Summary

Land use in the corporate limits of Beaufort contrasts with land use in its extraterritorial area in several ways. First, almost all of the land within the Town limits is developed; only 12 percent falls into the vacant category. And while acreage in agricultural cultivation brings the developed total down to about 75 percent, much of the developed land is intensively developed: buildings and parking areas take up a large percent of total lot area in much of the Town.

Within the extraterritorial area, lot sizes for the predominant residential dwelling types (single family and individual mobile homes) average over 30,000 square feet, versus about 10,000 square feet within Beaufort. This variation is partly attributable to the lack of central water and sewer within the extraterritorial area, making large lots necessary for septic tank requirements, and partly attributable to Beaufort's historic land development pattern, with its small lot sizes.

Generally speaking, land within the Beaufort town limits, with the exception of agricultural areas near its northern perimeter, is urban in nature. The Beaufort extraterritorial area remains predominantly rural in character.

### **Land Use Controls**

Beaufort has enforced its present zoning and subdivision regulations since the 1970's. The Town also enforces the North Carolina Building Code, and a federally sanctioned flood plain development ordinance. Recently adopted ordinances include a Historic District Ordinance and an ordinance regulating floating home activity.

#### **Zoning Ordinance**

Beaufort's current zoning ordinance, with subsequent amendments, has been in force since August 1977. The ordinance is conventional in its structure and includes several categories for residential, commercial, and industrial classifications and provides for an open space zone and an historic district.

Beaufort's ordinance is unusual in that its Board of Adjustment is structured to include the Town Board of Commissioners as members. The Board of Adjustment is a quasi-judicial body; it makes determinations under the zoning ordinance as to variances, special exceptions, and appeals covering interpretation of requirements. The Town Board of Commissioners, on the other hand, is a legislative body that passes local laws and oversees the administration of town government. In keeping with standard zoning enforcement procedures and the general practice of separating legislative and judicial governmental functions, the Town should consider appointing Board of Adjustment members other than Town Commissioners.

An amendment creating a local Historic District and Historic District commission was passed in February, 1985. The amendment provides guidelines for new development and exterior reconstruction within the district, an area bounded by Broad Street to the north, Beaufort Channel and Taylor's Creek to the west and south, and Polluck Street to the east. The district, which comprises a smaller area than the Beaufort National Register District, also includes Courthouse Square, just north of Broad Street.

#### **Subdivision Regulations**

This ordinance was adopted in June, 1979 and provides procedures and site requirements for the subdivision and platting of land in Beaufort. Provisions for group housing were passed as an amendment to the ordinance in June 1984.

#### **Flood Plain Development Ordinance**

Beaufort participates in the National Flood Insurance Program and complies with all related regulatory requirements.

### Floating Home Ordinance

This ordinance, adopted in September, 1983, establishes legal mooring areas and required registration and fees for live-aboard boats anchoring in Taylor's Creek. The ordinance prohibits the discharge of untreated sewage or other waste materials.

### Storm Hazard Mitigation and Post Disaster Reconstruction Plan

This plan provides for the mitigation of hurricane hazards and establishes guidelines for the reconstruction of public facilities and the community at large in the event of a tropical storm disaster.

### Morehead City - Beaufort Thoroughfare Plan

This 1971 Plan proposes numerous improvements to the Beaufort - Morehead City transportation system.

### Economic Conditions

Beaufort is located just east of Morehead City, the Morehead City State Port, and the U.S. 70 connector to the Bogue Banks beaches. Visitors to the southernmost sections of the Outer Banks (Cape Hatteras, Ocracoke, Shackleford Banks) pass through Beaufort on their way to the Cedar Island ferry. The presence of the State Port and related industry is an important part of Beaufort's economy. Increasingly, Beaufort's appeal as a tourist destination has become a significant part of the local economic picture.

Beaufort is known for its historic waterfront, which has undergone substantial revitalization in the last two decades. The waterfront area is once again a vital commercial district and has become a major area tourist destination. Recent investments in the waterfront area include construction of the Inlet Inn, a 37 room, \$2 million project which was financially assisted by the Town of Beaufort through a \$280,000 UDAG grant. Additionally, smaller establishments, notably bed and breakfast inns, have opened in the historic district and near the waterfront park to help accommodate overnight visitors.

Beaufort has a diverse economy for its size, with a good mix of tourist related, retail commercial, industrial, and residential real estate businesses. The Beaufort tax base has increased tremendously in the last decade. Prior to the last county property re-evaluation in 1980, the Town's tax base was slightly less than \$ 29 million. After re-evaluation, the tax base had increased in 1983 to over \$ 75 million.



## Community Facilities

The location of community facilities in Beaufort is displayed on Map 2, Community Facilities (following page).

### Water Supply

The Town of Beaufort operates and maintains its own central water system. All but two dwelling units in the town are tied into the system. The system is due to be upgraded in conjunction with sewage treatment system improvements eligible for the October, 1985 Federal funding cycle.

Presently, there are three wells in the system with a total capacity of 2.02 mgd (millions gallons per day) and a maximum safe pumping capacity under state standards of 1.01 mgd. Well No. 3, installed in 1984, is currently tied into the system during normal daily operations. A \$ 1 million general obligation bond referendum was passed by Beaufort's voters on November 5, 1985. The bond financing will provide for the following system improvements:

- o tie Well #3 into the water distribution system.
- o add water storage to the existing 200,000 gallon tank with a 300,000 gallon ground tank and a 200,000 gallon elevated tank.

Maximum safe pumping capacity is currently exceeded during peak usage in summer months. The planned improvements will correct this. The Community Facilities Map (page 11) identifies the location of water system components.

### Sewer

Beaufort's sewage treatment system has a design capacity of 750,000 gpd. The system, which is aged by modern standards, is hydraulically overloaded during wet weather due to stormwater infiltration. Daily flows range from 700,000 gpd to 1.5 million gpd. Average flow is 1 million gpd. The Town recently completed an engineering study to determine the sources of extraneous water. The study found that about 100,000 gpd of extraneous water could be eliminated from the system through disconnection and rerouting of stormwater and the replacement of some old or broken city sewer lines.

The Town is planning an expansion in its design flow to 1.5 million gpd. This figure was calculated based on current needs (1.47 million gpd), less extraneous flow (.1 million gpd), plus anticipated growth needs (about 134,300 gpd).

Funding for the expansion is expected to cost about \$1.7 million and will come from two sources. About 88 percent of the sewer improvements project cost is eligible for EPA matching funds of 55 %. EPA's share will be in the neighborhood of \$ 675,000. The Town will assume a bond requirement for the remaining cost of the proposed improvements.

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SEE MAP #4 FOR EXTRATERRITORIAL JURISDICTION

# BEAUFORT, N.C.

## COMMUNITY FACILITIES

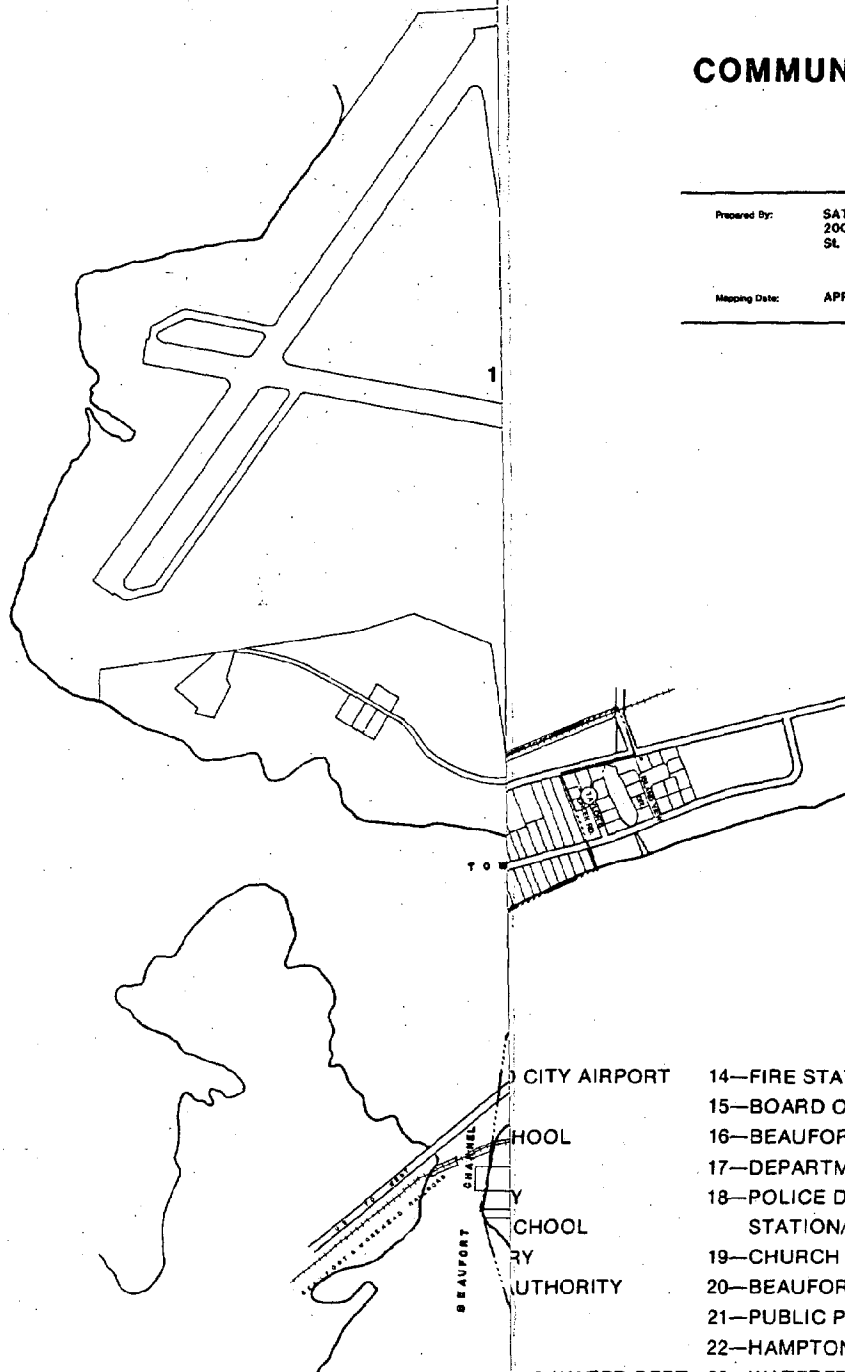
### MAP 2

Prepared By: SATILLA PLANNING  
200 Osborne Street  
St. Marys, Georgia

Mapping Date: APRIL, 1985



0 200 400 600 800 1000



- 14—FIRE STATION
- 15—BOARD OF EDUCATION
- 16—BEAUFORT LIBRARY
- 17—DEPARTMENT OF SOCIAL SERVICES
- 18—POLICE DEPT. & OLD R. R. STATION/TOWN HALL
- 19—CHURCH PARKING LOT (Public Use)
- 20—BEAUFORT RESTORATION CENTER
- 21—PUBLIC PARKING
- 22—HAMPTON MARINERS MUSEUM
- 23—WATERFRONT PARK
- 24—POST OFFICE
- 25—GRAYDEN PAUL PARK
- 26—WELL #1 & WATER TREATMENT

## Solid Waste

Beaufort provides a town-wide refuse collection system. The Town is responsible for local pick-up and contracts for services to transport waste from transfer stations to the Carteret County landfill.

Pick-up is handled by one truck during the winter months. A second truck is needed during the peak tourist season in summer. Residential pick-up is provided twice per week. Commercial pick-up is provided on the basis of individual requirements, generally three or more times per week. If Beaufort continues to grow at present rates, an additional truck and crew may be needed in the near future.

## Fire Protection

The Beaufort Fire Department, which is manned by both paid and volunteer personnel, serves Beaufort and its surrounding area. The Fire Chief and six engineers are paid employees of the Town; there are 52 volunteers. Equipment includes three 1000 gpm pumpers. Carteret County contracts with the Town to provide service to a designated tax district (.72 miles). The response area extends to the North River Bridge on U. S. 70, to Back Creek on Merrimon Road, to Core Creek Bridge on N. C. 101, and also includes Radio Island. The furthest point is about 9 miles from the fire station.

## Police

The Beaufort Police Department, which serves all areas within the Town limits, consists of 12 officers and a police chief. Two men are on duty at all times. During summer tourist months, auxiliary police and four part-time officers supplement the full time force.

## Recreation

Recreation facilities in Beaufort include the Waterfront Park and Grayden Paul Park, both overlooking the Rachel Carson Estuarine Sanctuary and Taylor's Creek. Additionally, a park at the end of Front Street, just outside the Town limits, offers tennis courts and a boat launch. County-owned Freedom Park is located within the Town's extraterritorial jurisdiction.

Other recreation facilities include a recreation area adjacent to Beaufort Elementary, several neighborhood parks, and the Town Dock on Taylor's Creek on Front Street. Boat harborage is available in the vicinity of the Waterfront Park and in Taylor's Creek. Open space areas in Beaufort include the scenic drive along Front Street affording a waterfront view of Taylor's Creek and Carrot Island, and several historic cemeteries.

## Emergency Services

Emergency ambulance services are provided by the Beaufort Rescue Squad. The operations of this volunteer organization are subsidized by the Town which provides financial contributions, all gas and fuel, and vehicle maintenance assistance.

## Transportation

### Roadways

Road access is one of the key determinants of land use. The availability of good road capacity and traffic volumes makes adjoining land attractive for certain types of development, such as commercial uses that depend on high visibility and accessibility for economic success. On the other hand, the overloading of roads with ill-designed land uses, such as strip commercial development along a highway, can lead to problems of traffic safety, capacity and poor visual appearance.

Key roadways in and around Beaufort have been identified and analyzed. The four road classifications used are: principal arterial, minor arterial, major collector, and minor collector.

### Principal Arterials

These roads are intended to serve a through traffic function and interconnect with the Minor Arterial and major highway systems. They collect from other arterials to provide inter-community and county transportation functions. They should not penetrate identifiable neighborhoods. Land use along principal arterials should be primarily higher intensity commercial and industrial, or medium and high density residential uses, with limited direct highway access. Through movement should always take precedence over access to private property.

U.S. 70 is the principal arterial serving Beaufort.

### Minor Arterials

These roads are intended to serve a through-traffic function and interconnect with and augment the Principal Arterial System. They link two arterials or one major collector and one arterial, and distribute traffic to geographic areas smaller than those identified with the higher system. Land use along minor arterials may include low, medium and high density residential uses, provided durable and effective screening techniques are employed; and medium and high intensity commercial and industrial areas. Access should not interfere with through traffic movement. Generally, individual residences should not have direct access to minor arterials.

The only road classified as a minor arterial in the Beaufort area is N. C. 101.

### Major Collectors

These roads should have relatively long trip lengths and connect arterials and/or other collectors. They should have relatively few access points to individual residences. Access to land uses should not interfere with traffic movement. Land uses along major collectors may include high intensity or large commercial and industrial areas, and low, medium or high density residential uses.

Turner Street, Front Street between Turner and Live Oak Streets, West Beaufort Road, Lennoxville Road and Live Oak Street between Front and Cedar Streets have been placed in this classification.

#### Minor Collectors

These roads generally provide for short and medium intra-area trips. They generally move traffic between neighborhoods and other collectors and arterials. Land uses should generally be of lower intensity, including medium and small industrial and commercial areas. Moderate access to adjacent areas is generally provided. However, such access should not interfere with normal through traffic.

Roads in this category include: Front Street, Ann Street and Mulberry Street.

#### Traffic Conditions

##### Beaufort and Nearby Activity Centers

Beaufort is located just east of Morehead City and the Morehead City State Port. The Bogue Banks beaches, some of which are visible from the Beaufort waterfront, are reached via bridge from Morehead City. To the east lies a largely unpopulated area known as Down East. Seasonal pass through traffic is generated by summer destinations such as Harkers Island and ferry points to the east, which connect Carteret County with Ocracoke Island and Shackleford Banks.

Average Daily Traffic (ADT) counts for major corridors are provided by 1983 N. C. Dept. of Transportation data. Traffic counts along Cedar Street (U.S. 70), portions of which run through low density residential neighborhoods, were as high as 11,100 ADT. Highest counts for U.S. 70 (11,900 ADT) were just north of the U.S. 70 intersection with Mulberry Street.

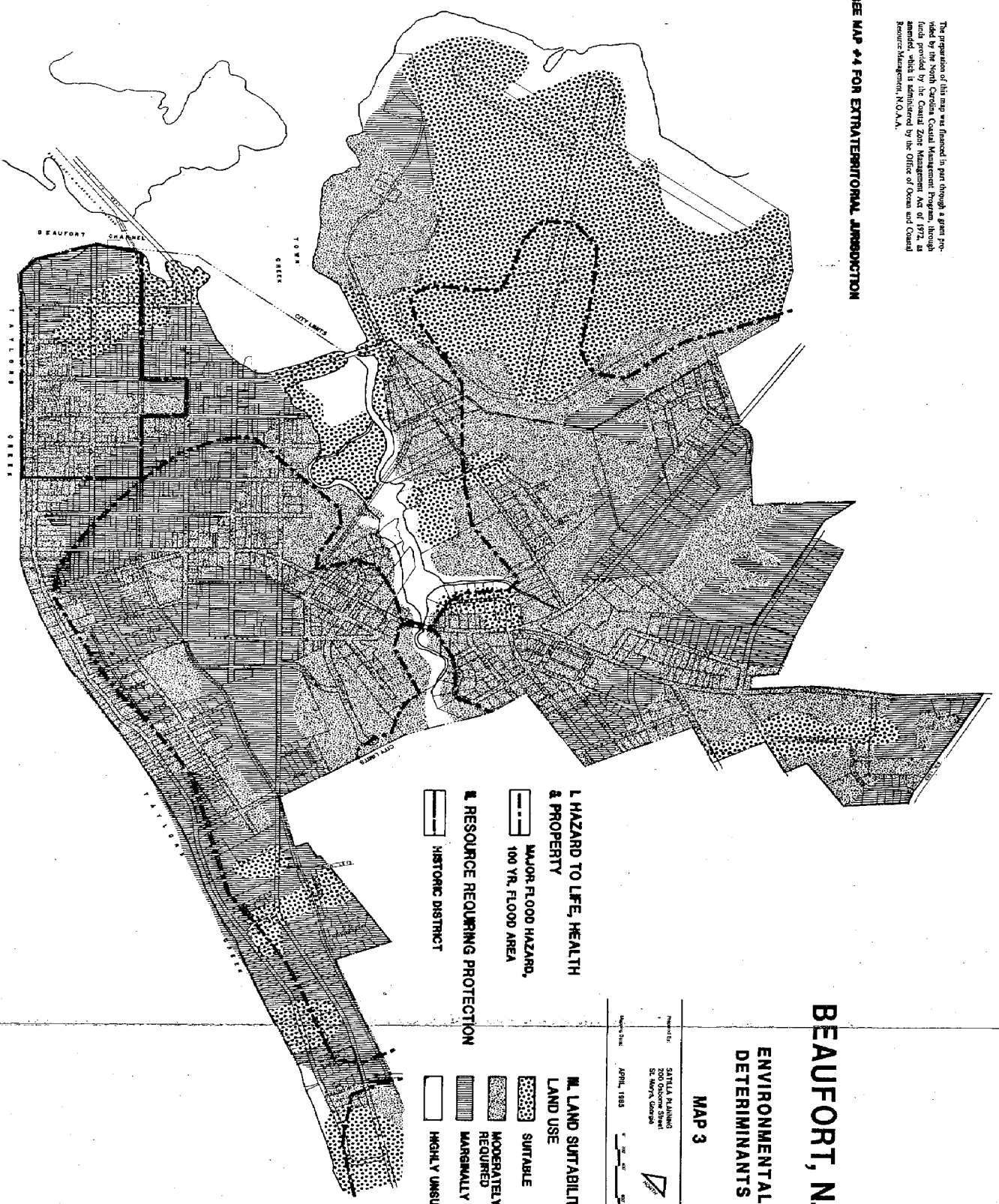
Within Beaufort itself, traffic is hampered by narrow roads laid out before the advent of the automobile. ADT's for major and minor arterials range from as much as 5000 ADT on N.C. 101 to 3500 on Live Oak Street, 3000 on Lennoxville Road and 2300 on Turner Street. Traffic circulation problems are intensified during the summer tourist months when actual daily traffic counts are significantly higher.

#### Parking

Despite the skillful use of almost every available bit of space, parking in Beaufort's tourist-oriented waterfront park area never seems to be adequate for the demand. The Town of Beaufort is in the process of adding 47 additional spaces from a landlocked parcel between Ann and Front Streets. The Town has also acquired an easement for parking on a parcel used for church parking adjacent to this new lot. In addition to already existing lots in the immediate vicinity of the Waterfront Park, parking is available at the waterfront along Front Street to the east of the Waterfront Park for several blocks.

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SEE MAP #4 FOR EXTRATERRITORIAL JURISDICTION



# BEAUFORT, N.C. ENVIRONMENTAL DETERMINANTS

MAP 3

Prepared by:  
SATELLA PLANNING  
200 Oakwood Street  
St. Mary's, Virginia

Map Date: APRIL, 1983

Scale: 1" = 1/4" MILE

- I. HAZARD TO LIFE, HEALTH & PROPERTY
  - MAJOR FLOOD HAZARD, 100 YR. FLOOD AREA
- II. RESOURCE REQUIRING PROTECTION
  - HISTORIC DISTRICT
- III. LAND SUITABILITY FOR URBAN LAND USE
  - SUITABLE
  - MODERATELY SUITABLE, SOME DRAINAGE REQUIRED
  - MARGINALLY SUITABLE, F DRAINED
  - HIGHLY UNSUITABLE, FLOODING COMMON

## Resources Requiring Protection

### Land Suitability for Urban Development

The soils analysis for Carteret County, completed in 1984, was used to develop a general soils map for the Beaufort area. Soils were analyzed according to their development suitability for five indicators:

- o bearing capacity
- o drainage
- o depth of seasonal high water table
- o septic tank capability
- o local roads and streets

Based on these five indicators, soils are classified on the Environmental Determinants map in one of four categories:

- o suitable
- o moderately suitable; some drainage needed
- o marginally suitable if drained
- o highly unsuitable, flooding common

Most soils in developed areas within Beaufort fall into either the suitable or moderately suitable categories (see Environmental Determinants Map). Suitable soils generally have only slight limitations for all types of construction except shallow excavations, i.e., basements. All soils in the Beaufort area have severe limitations for shallow excavations, which is common in low-lying coastal areas. Limitations for septic tanks range from moderate to severe for this category.

Soils in the suitable category include State Loamy Sand, Kureb Sand, and Wando Fine Sand.

Moderately suitable soils pose constraints on construction of buildings and roads which can, in most cases, be overcome by adequate drainage. However, limitations on septic tanks are severe for this category. Either central wastewater treatment or substantial site improvements are required.

Soils in the moderately suitable category include Mandarin Sand, Augusta Fine Sandy Loam, and Altavista Fine Sandy Loam.

Marginally suitable soils generally place severe limitations on any development but are not subject to regular flooding. Substantial site modifications and/or provision of central sewer would be necessary to develop sites with these soils.

Marginally suitable soils include Tomotley Fine Sand Loam, Deloss Fine Sand Loam, Arapahoe Fine Sandy Loam, and Leon Sand.

Carteret type soils fall into the last classification, highly unsuitable. This soil has severe limitations in all five categories and is subject to flooding.

## Agricultural and Forested Lands

Beaufort's largely rural extraterritorial jurisdiction contains extensive amounts of agricultural and forested lands. Although some conversion to residential uses will occur during the ten year planning period, it is expected that the bulk of these rural areas will remain in agricultural or forested uses, as residential development will tend to congregate along waterfront areas. Much of the land under active cultivation lies inland, between U.S. 70 and N.C. 101, and is classified rural (see Land Classification, inside back cover).

## Beaufort Historic District

A National Register Historic District was established in Beaufort in the 1970's, but a local historic district had not been established until 1985. The boundaries appear on the Environmental Determinants Map. The local district designation includes an area bounded by Taylor's Creek and Beaufort Channel to the south and west, Pollock Street to the east, and Broad Street to the north. The district also includes Courthouse Square, just north of Broad Street at Turner and Craven Streets.

The Beaufort Historic District has been described as "perhaps the most distinctively coastal" historic community along the North Carolina coast. Few of the structures in the district are of exceptional architectural merit as individual buildings, but the author of the National Register nomination summary praised its overall architectural/historical impact as extraordinary. Notable characteristics which are repeated with a distinctively "Beaufort" style in many buildings include roof-lines, chimneys, porches and mantels.

## Rachel Carson Estuarine Sanctuary

The Rachel Carson Estuarine Sanctuary was established in 1983 and is composed of 2025 acres of islands, marshes, intertidal flats, tidal creeks, and shallow estuarine waters. The site, which lies just across Taylor's Creek from the Beaufort waterfront, includes Carrot and Horse Islands, Bird Shoal, and Town Marsh. The sanctuary supports a locally high concentration of flora and fauna, including a population of feral horses. The diversity of its bird and plant populations caused The Nature Conservancy to purchase Carrot Island in the late 1970's.

The Rachel Carson Sanctuary provides an excellent laboratory for the study of habitat succession, bird and invertebrate populations, feral horses and other aspects of the estuarine system. The site has long been used for estuarine research due to its proximity to Duke University Marine Lab and the National Marine Fisheries Lab (both on Pivers Island), and the University of North Carolina Institute of Marine Sciences and the N. C. Division of Marine Fisheries Lab (both in Morehead City).

The sanctuary site has been acquired by the State of North Carolina and will be managed in its natural state primarily for educational and scientific research.



## Areas of Environmental Concern

Areas of Environmental Concern (AECs) are sensitive environmental and cultural areas protected by the Coastal Area Management Act (CAMA). General categories of these areas are identified through State guidelines according to the Administrative Procedures Act, as administered by the Division of Coastal Management. Special areas of local or regional environmental or cultural significance can be nominated as AECs by individuals, groups or governing bodies.

AECs lying within Beaufort's jurisdiction include Coastal Wetlands, Estuarine Waters, and Estuarine Shorelines. Development or other land and water uses within AECs generally require CAMA permits. The State has established extensive guidelines regarding activities within AECs, but generally does not preclude any land use by right. As part of an effort to share implementation of the Coastal Area Management Act with local governments, the State's land use planning guidelines require that local governments identify acceptable land uses within AECs within their planning jurisdiction. Descriptions of AEC's within Beaufort's jurisdiction are given below.

**Coastal Wetlands.** Coastal wetlands are defined generally as any marshland subject to regular or occasional flooding by tides. These wetlands are the breeding and nursery grounds for fish and shellfish species.

**Estuarine Waters.** Estuarine Waters are defined as all waters of the Atlantic Ocean within the state boundaries and all waters of the bays, sounds, rivers and tributaries seaward to the dividing line between coastal fishing waters and inland fishing waters, as defined by North Carolina law. Their productive significance is similar to that of coastal wetlands. Additional benefits include the stimulation of the coastal economy through operations required to serve coastally-oriented commercial and sporting industries.

**Estuarine Shorelines.** These shorelines are non-ocean shorelines which are especially vulnerable to erosion and flooding. They extend landward a distance of 75 feet from the mean water level along all estuarine waters.

The significance of estuarine shorelines lies in their proximity to sensitive coastal systems. Estuarine shorelines are also subject in many areas to intense development activities which may have a potentially detrimental impact on those sensitive systems.

Public Trust Areas can be generally defined as all estuarine water areas and all lands under such waters, and may also include artificially created bodies of water (and the lands underneath) to which the public has rights of access and/or navigation.

Management guidelines and rules for uses for all Areas of Environmental Concern are described in the most recently amended version of Section 15: 7H of the North Carolina Administrative Code. These rules are available through Division of Coastal Management offices in both Raleigh and Morehead City.

## GROWTH TRENDS AND IMPACTS ON COMMUNITY FACILITIES

### Population

The 1980 Census found that Beaufort had a population of 3,826 persons. This represented an increase of 14 percent over the 1970 population of 3,368. This yields an low average increase per year of less than one and a half percent over the decade.

The N. C. Office of State Budget and Management publishes official population estimates for North Carolina municipalities. The latest figure available is for July 1, 1983. Estimates of 1984 population will be available in mid-September. The 1983 estimate, 4,224, represents a ten percent increase over the 1980 census count, indicating that growth rates have increased to slightly more than 3 percent per year since 1980.

It is difficult to project population in a meaningful way for a community the size of Beaufort. Factors other than birth, death and migration rates based on past trends can sometimes provide more meaningful insight into potential population increases. Factors affecting future population in Beaufort include:

- o The availability of land suitable for development of resort/retirement homes in Beaufort and its immediate area.
- o The annexation of new areas into the town limits; presently, a limited amount of vacant land remains within the city limits.
- o Whether or not water and sewer services are available in developing areas.
- o The desirability of Beaufort and vicinity as a resort/retirement location.
- o The continued economic viability of the area.

Assuming the market for first and second home and retirement development, as well as the economy in general, remains healthy, the Beaufort area should see continued residential development over the next decade. The density of that development - and thus the size of the future population - depends on the availability of land and the availability of urban services.

Present trends show a tendency toward low density (three-quarter acre+ single family lots) water-oriented development in the extraterritorial area. Many of the most desirable waterfront areas are remote from present central water and sewer lines. Within the present town limits (and the water and sewer service area), the trend is toward infill multi-family and condominium development at higher densities (from 8 to 20 units per acre). Much of the remaining vacant land inside the town limits would require the extension of water and sewer lines and streets and roads in order to serve it for residential use.

Based on a ratio of 150 gpd per person, the planned sewer and water system improvements will be adequate to serve about 5000 additional people in Beaufort.

If population increases in Beaufort continues at a rate of 3 % per year (the 1980 to 1983 rate), the following population trends can be expected.

PROJECTED PERMANENT POPULATION 1985 to 1995

<u>1985</u>	<u>1990</u>	<u>1995</u>
4427	5129	5945

Based on these projection rates, additional sewage treatment system improvements will be needed by 1990. If the population growth rate increases at a faster rate than 3 percent per year, expansion of services will be needed sooner.

## POLICIES

### RESOURCE PROTECTION

#### Areas of Environmental Concern

The Town of Beaufort will support and enforce through its CAMA permitting capacity the State policies and permitted uses in the Areas of Environmental Concern (AEC's). The State policy statements for AEC's offer protection for Beaufort's fragile and significant environmental resources through CAMA permitting procedures. In accordance with those policies set forth in subchapter 7H of the North Carolina Administrative Code, Beaufort adopts the following policies concerning AEC's within its jurisdiction.

#### The Estuarine System

In recognition of the enormous economic, social and biological values the estuarine system has for North Carolina, Beaufort will promote conservation and management of the estuarine system as a whole, which includes the individual AEC's: coastal wetlands, estuarine waters, public trust areas, and estuarine shorelines.

The management objective for the system shall be to give highest priority to the protection and coordinated management of all the elements as an interrelated group of AEC's, in order to safeguard and perpetuate the above stated values, and to ensure that any development which does occur in these AEC's is compatible with natural characteristics so as to minimize the likelihood of significant loss of private property and public resources.

In general, permitted land uses in the coastal wetlands, estuarine waters, and public trust areas should be those which are water dependent. Examples of such uses may include: utility easements, docks, boat ramps, wharfs, dredging, bridges and bridge approaches, revetments, bulkheads, culverts, groins, navigational aids, mooring pilings, navigational channels, simple access channels, and drainage ditches.

Specific policies regarding acceptable and unacceptable uses within the individual AEC's of the estuarine system are stated below. In all cases the particular location, use, and design characteristics shall be in accord with the general use standards for coastal wetlands, estuarine waters, and public trust areas as stated in NCAC Subchapter 7H.

- o Coastal Wetlands: Coastal wetlands in Beaufort are located along Taylor's Creek, which parallels the downtown waterfront area on the north side, and Town Marsh, Bird Shoal and Carrot Island on the south side. Activities in the coastal wetland areas shall be restricted to those which do not significantly affect the unique and delicate balance of this resource. Suitable land uses include those giving highest priority to the protection and management of coastal wetlands, so as to safeguard and perpetuate their biological, social economic and aesthetic values and to establish a coordinated management

system as a natural resource essential to the functioning of the entire estuarine system. Highest priority of use shall be allocated to the conservation of existing coastal wetlands. Second priority shall be given to those uses that require water access and cannot function elsewhere.

Acceptable land uses may include utility easements, fishing piers, and docks. Unacceptable uses may include, but would not be limited to, restaurants, businesses, residences, apartments, motels, hotels, floating homes, parking lots, private roads, and highways.

The fundamental policy objective for coastal wetland areas in Beaufort is to preserve as much marsh in its natural state as possible. The marsh also provides shoreline protection from boat traffic and may require some fill due to erosion caused by boat traffic. Any other project related fill should be directly related to erosion control or water dependent activities.

Carrot Island, Town Marsh, Bird Shoal, which make up the Rachel Carson National Estuarine Sanctuary, and all other marsh areas should be left in their natural state. The only possible exception to this policy would be as a last resort for placement of spoils from maintenance excavation of Taylor's Creek.

It is recommended that public access to the National Estuarine Sanctuary be by private boat only. No commercial ventures of any type should be allowed. Additionally, no off-road vehicles including mini-bikes or any type of motorized vehicle should be allowed in this area.

The harbor refuge area south of the airport should be developed and maintained as a safe refuge for boating, particularly in the event of stormy weather.

- o Estuarine Waters: In recognition of the importance of estuarine waters for the fisheries and related industries as well as aesthetics, recreation, and education, Beaufort shall promote the conservation and quality of this resource. Activities in the estuarine water areas shall be restricted to those uses which do not permanently or significantly affect the function, cleanliness, salinity, and circulation of estuarine waters. Highest priority of use shall be allocated to the conservation of estuarine waters and its vital components. Second priority shall be given to uses which require water access and cannot function elsewhere.

Appropriate uses may include simple access channels, structures which prevent erosion, navigational channels, boat docks, marinas, piers, and mooring pilings.

The development and maintenance of Taylor's Creek as a navigable channel and promotion of the harbor refuge area are

appropriate uses and activities that are of particular importance to Beaufort's economic well being.

- o Public Trust Areas: In recognition of certain land and water areas in which the public has certain established rights and which also support valuable commercial and sports fisheries, have aesthetic value, and are resources for economic development, Beaufort shall protect these rights and promote the conservation and management of public trust areas. Suitable land/water uses include those which protect public rights for navigation and recreation and those which preserve and manage the public trust areas in order to safeguard and perpetuate their biological, economic, social, and aesthetic value.

In the absence of overriding public benefit, any use which significantly interferes with the public right of navigation or other public trust rights which apply in the area shall not be allowed. Projects which would directly or indirectly block or impair existing navigational channels, increase shoreline erosion, deposit spoils below mean high tide, cause adverse water circulation patterns, violate water quality standards, or cause degradation of shellfish waters shall, in general, not be allowed.

Uses that may be allowed in public trust areas shall not be detrimental to the public trust rights and the biological and physical functions of the estuary. Examples of such uses include the development of navigational channels or drainage ditches, the use of bulkheads to prevent erosion, the building of piers, docks or marinas.

- o Estuarine Shoreline: NCAC Subchapter 15 Section 7H defines the estuarine shoreline as the area 75 feet landward of estuarine water. Beaufort recognizes: 1) the close association between estuarine shorelines and estuarine waters, 2) the influence shoreline development has on the quality of estuarine life, and 3) the damaging processes of shorefront erosion and flooding to which the estuarine shoreline is subject.

Beaufort supports the Division of Coastal Management in their efforts to preserve the Estuarine Shoreline AEC, and the Army Corps of Engineers in their dredging operations and their efforts to find suitable locations for spoil material.

Suitable land uses within the estuarine shoreline AEC are those compatible with both the dynamic nature of estuarine shorelines and the values of the estuarine system.

Residential, recreational, and commercial land uses are all appropriate types of use along the estuarine shoreline provided that all standards of NCAC 15 Subchapter 7H relevant to estuarine shoreline AEC's are met, and all local land use regulations are met.

## Natural and Cultural Resource Areas

These fragile coastal natural resource areas are generally recognized to be of educational, scientific or cultural value because of the natural features of the particular site. Individual AEC's included in this general category are: coastal complex natural areas, coastal areas that sustain remnant species, unique coastal geologic formations, significant coastal architectural resources, and significant coastal archaeological resources. This AEC category is unique in that individual natural and cultural resource AEC's are established through a special designation process which involves a detailed nomination and review process prior to formal recognition by the Coastal Resources Commission.

Uncontrolled or incompatible development may result in major or irreversible damage to fragile coastal resource areas which contain environmental, natural, or cultural resources of more than local significance. In recognition of this, Beaufort will seek to protect such natural systems or cultural resources; scientific, educational or associated values, and aesthetic qualities.

Beaufort supports the policies and guidelines stated in Subchapter 7H of NCAC 15 regarding these irreplaceable resources.

## Stormwater Runoff

Urban type development, often well outside designated AEC's, can pose a serious threat to the health and productivity of the estuarine system through the rapid discharge of pollutants washed off impervious surfaces such as streets, roofs, and parking lots by rain and stormwater.

Beaufort's Subdivision Regulations include a drainage plan review as part of the requirements for subdivision approval and group housing approval. Drainage impacts on adjacent property and surrounding surface waters has long been of concern in low-lying Beaufort. Drainage plans associated with new development should be reviewed to ensure that impervious surfaces are kept to a minimum, and that storm water from large impervious areas is not directly discharged to estuarine waters.

One method of promoting developers to minimize stormwater runoff impacts is to encourage the use of best available stormwater management practices. Examples of these practices include: using pervious or semi-pervious materials, such as turfstone, pebbles, or gravel-run, for driveways, parking lots and walkways; retaining natural vegetation along marsh and waterfront areas to retain their natural filtering properties; and allowing storm water to percolate into the ground rather than discharging it directly into coastal waters.

The Town will continue its practice of reviewing all subdivisions and group housing development plans for stormwater drainage improvements. The review is made by the Public Works Director who makes recommendations to the Board of Adjustment.

### **Marina Development**

Recognizing the extensive limitations placed on the alteration of natural systems by State and Federal law, the key area of jurisdiction for Beaufort on this issue lies within its local regulatory and zoning authority.

There are several marinas already in existence within Beaufort's planning jurisdiction and the potential exists for others. Beaufort specifies permissible locations and standards for the development of marinas through its zoning ordinance.

It is the policy of Beaufort to consider the appropriateness and desirability of any specific proposal to construct a marina on the basis of expected impacts. These impacts include, but are not limited to, aesthetics; hours of operation; traffic generation including the ability of the existing road network to adequately handle peak traffic loads; environmental impacts including water quality and dredge spoil disposal sites; and consistency of the proposal with other policies of the Land Use Plan.

### **Floating Home Development**

Beaufort enforces an ordinance regulating use of Taylor's Creek for mooring of live-aboard vessels. Such vessels are permitted provided they comply with all requirements of the Town of Beaufort, including payment of mooring fees (if anchored more than 48 hours) and discharge of sewage. The majority of vessels mooring in Beaufort are sailboats.

### **Development of Sound and Estuarine Islands**

Beaufort's policy regarding any such areas is to place them in the Conservation land classification. Any development on such islands must be consistent with State and local policies regarding the Conservation land class.

## **PHYSICAL CONSTRAINTS TO DEVELOPMENT**

Beaufort adopts the following policies regarding physical constraints to development:

### **Septic Tank Suitability**

In conformity with State health regulations, growth and development will be discouraged in areas where septic tanks will not function and where sewer services are not available. Most areas within the city limits of Beaufort have sewer services. Further development is encouraged where these services are already provided.

### **Package Treatment Plants**

Most areas within the Town of Beaufort are served by central sewage treatment facilities. The Town is in the process of rehabilitating its



existing system, which will provide additional sewage treatment capacity. The Town's policy is to encourage utilization of the central treatment facility and to discourage the use of package treatment plants. Tap-in to the central system is required within the town limits and as a condition of annexation.

## **RESOURCE PRODUCTION AND MANAGEMENT**

Beaufort's natural resources play a vital role in its economy; its beach and water areas are important to fisheries and recreation. Protection of these resources is a prime concern of the Town of Beaufort.

### **Commercial and Recreational Fisheries**

Beaufort will encourage preservation and expansion of its fisheries industry, both sports and commercial. Protection of coastal and estuarine waters is a prime prerequisite of this policy objective. Habitats for shellfish and finfish in all portions of their life cycle must be preserved in order to maintain fishing as a viable economic and recreational activity.

Therefore, any development which will adversely affect coastal and estuarine waters will be discouraged. Only those developments which are water dependent, such as docking facilities, treatment plants, and marinas shall be allowed to be placed near and to effect coastal and estuarine water habitats. In the design, construction, and operation of water dependent developments, every effort must be made to mitigate negative effects on water quality and fish habitat. These efforts will be made at the owner's or operator's own expense.

The establishment of the harbor refuge area will continue to be promoted to provide a safe harbor during inclement weather conditions. Additionally, the Town will encourage the establishment of additional small boat maintenance facilities and small boat launching ramps.

### **Productive Agricultural and Forested Lands**

Lands which are presently in productive agricultural or forestry uses will be encouraged to continue in those uses. In general, growth and development will be discouraged in productive agricultural lands when such growth is not in accordance with other land development policies of this Plan. This policy will be implemented through land classification and zoning controls.

### **Off-Road Vehicles**

The Town enforces a local ordinance restricting the use of off-road vehicles entirely, including trail bikes or mini-bikes, on Bird Shoal, Carrot Island, Town Marsh, and all cemeteries within Beaufort.

## **PROVISION OF SERVICES TO DEVELOPMENT**

### **Public Water Supply**

The Town of Beaufort is committed to providing water service throughout Beaufort. New developments within the Town limits are required to tie-in to the central water system. Delivery of water services in the extraterritorial area may require annexation and/or that the cost of installation and water service delivery be borne by the user or developer.

The Town is committed to making improvements to its water storage system which will provide Beaufort with combined ground and elevated storage capacity equal to or greater than a one day reserve supply.

### **Public Sewage System**

The Town of Beaufort is committed to the implementation of improvements to its sewage treatment system which will be adequate for the needs of existing development within the city and which will provide additional capacity for future development.

New developments within the Town limits are required to tie-in to the central sewage treatment system. Delivery of sewage treatment services in the extraterritorial area generally requires annexation and that the cost of installation and service delivery be borne by the user or developer.

### **Solid Waste Disposal**

Beaufort will continue to provide solid waste disposal for its citizens using the waste disposal facilities of Carteret County.

### **Transportation**

Beaufort supports the following policy concerning roadway improvements and recommends these actions to the N.C. Dept. of Transportation:

- o Construction of a a highrise bridge to replace the obsolete drawbridge over Gallants Channel. This work should be placed on the D.O.T. 10 year work program.
- o Repair or rehabilitation of U.S. 70 from Gallants Channel to Live Oak Street, including improving subsurface drainage conditions which cause the road to deteriorate.
- o Widening of U.S. 70 north of its intersection with N.C. 101 to north of Beaufort Square Plaza.
- o Installation of traffic signals at the following locations:
  - o The intersection of U.S. 70 and N.C. 101.
  - o The entrance to Beaufort Square Plaza on U.S. 70.

- o Replace the present drainage culverts on S.R. 1174 (Turner Road) with drainage structures adequate to handle spring tide loads.

Further, the Town of Beaufort seeks the cooperation of N.C.D.O.T. in placing sidewalks and making other necessary improvements along Front Street Extension (S.R. 1312) from Fulford Street to its terminus near the State maintained boat ramp area and town park. This right of way, which is controlled by the State, needs drainage improvements, including curb and gutter, in addition to sidewalks.

The Town also feels that the lack of public transportation is becoming more of a problem and would like to promote the establishment of a bus or other group transportation service in the future. Such a service might include trips to and from Morehead City, between downtown Beaufort and Beaufort Square, and possibly a run as far east as the community of Atlantic.

#### **Parking**

All new development in Beaufort must provide off-street parking in accordance with the Town's zoning ordinance. Additionally, the Town will continue to develop more parking spaces in the commercial waterfront district to enhance tourism development. Parking in the waterfront area was increased by 100 parking spaces during the summer of 1985 through Town actions. Future plans call for the widening of Front Street from Pollock east to Live Oak to provide additional on-street parking.

#### **Fire Protection and Rescue Squad**

Beaufort supports the provision of fire protection and rescue services to its residents through use of volunteer departments and will continue to provide financial support to these departments.

#### **Police**

Beaufort is committed to providing police protection services adequate for community safety and in keeping with its population within the Town limits.

#### **Recreation**

Beaufort is committed to providing recreation areas, services and facilities adequate to serve its population. The Town will continue to work jointly with Carteret County to provide a year round recreation program.

#### **Waterfront Access**

The Town of Beaufort wishes to continue to improve access to waterfront areas for a variety of recreational purposes. The Town is committed to providing facilities which enhance access and use of access areas, including walkways, docks, passive recreation areas and parking

areas, by means and methods which minimize potential environmental and aesthetic impacts.

Water access improvements in Beaufort should include consideration for the following types of access:

- o Visual access and the preservation of existing views. Improvements to enhance visual access could include landscaping certain areas (including parking areas); providing walkways in areas where parking is not feasible; and protecting existing views through local controls such as height limitations. The development of the waterfront park, the protection of the almost completely open waterfront view along the entire length of Front Street, and the Town's height limitation of 35 feet put Beaufort in excellent shape regarding these goals.
- o Access for swimming, fishing, or boating. Where feasible, these activities should be kept separate to avoid use conflicts. The scale of such facilities should be in keeping with surrounding uses and the scale of the existing site. The close proximity of waterfront and other uses in very limited amounts of space have sometimes created water access use conflicts in Beaufort.

The Town should develop a strategic plan for water access improvements which could then be implemented over a period of years. These improvements should be scheduled to make maximum use of State Shoreline Access funds. Careful attention should be given to the improvement of smaller sites along the waterfront in order to make maximum use of access to the shore, using creative, lower cost approaches where practical. In light of the Town's excellent record of preserving visual open space, future efforts might best be concentrated on improving active recreation access facilities in keeping with community needs and the Town's resources.

#### **ECONOMIC AND COMMUNITY DEVELOPMENT**

Beaufort views itself as primarily a residential community with limited potential for other types of growth, due to its existing character as an historic, residential community, and to the lack of available land within the town limits for additional development. New development, whether within the town limits or in the extraterritorial area, should be consistent with Town policies on the provision of services and local land use regulations.

Economic development efforts, particularly those involving the Beaufort - Morehead City Airport, will be coordinated with the Carteret Economic Development Commission. Additionally, the Town will cooperate with Carteret County, airport officials, NCDOT, and the FAA in establishing any height restrictions in the vicinity of the airport.

#### **Energy Siting Facilities**

Because of Beaufort's proximity to sensitive marshes and estuarine waters, the Town Planning Board and Board of Commissioners will require prior knowledge and approval of any proposed energy facilities, including the location and storage of toxic and hazardous materials.

## **General Land Use Policy**

It is the policy of the Town to allow new residential, recreational, commercial and light industrial development within the community, provided that such developments are in keeping with the character of the Beaufort community. Any development within the Town's jurisdiction must be consistent with other relevant land use policies and all local land use regulations.

## **Residential Development**

Beaufort wishes to encourage the maintenance of existing residential areas as desirable places to live for its residents, and to ensure that new residential development is compatible with existing residential scale and density. The location, density and scale of new residential development, including mobile homes, will be controlled with this directive in mind through the Town's zoning and other land regulatory ordinances.

## **Commercial Development**

### **Downtown Waterfront Commercial Area**

The Downtown Waterfront area is one of the most important components of Beaufort's community image. This area is attractive to visitors and tourists and, despite concerns over the adequacy of parking, will likely continue to attract commercial and recreational investment which can be an asset to the community.

The Town will continue to seek the enhancement of the waterfront commercial district by encouraging continued revitalization of, and investment in, existing businesses and structures. Any new uses should be compatible in terms of use and scale. Innovative methods of providing parking and increasing the availability of parking should be encouraged on the part of businesses and other users located in the area.

### **Outlying Commercial Areas**

The Town of Beaufort recognizes that most new commercial uses, particularly those emphasizing high volume, will tend to locate near the intersection of N.C. 101 - U.S. 70 or along U. S. 70 north of this intersection. The Town's policy regarding commercial development in these outlying areas is that such development be in keeping with the existing character of the community, should be constructed and designed as to minimize impacts on major highways as transportation systems, and should not encroach on existing or planned residential areas.

### **Redevelopment of Developed Areas**

The redevelopment efforts of Beaufort have resulted in a highly successful and visible example of waterfront improvement. It is the Town's desire that this effort shall always be considered as an on-going project and will continue to be updated as needed.

The recent citizen's survey identified the U.S. 70 - Cedar Street area as an area with potential for redevelopment. Most comments reflected a desire to improve the visual impression of this area, which is the entrance to Beaufort from Morehead City.

#### **Tourism**

Recognizing that tourism is an important component of its economy, Beaufort will continue to promote and encourage tourism through methods which are in keeping with the existing character of Beaufort and consistent with its planning policies.

#### **Historic District**

The Town of Beaufort recently established a Historic District Commission to review new development and exterior changes to structures within a local historic district. The Town's policy regarding the Historic District is to promote, enhance and preserve the existing character of the district.

Beaufort may wish to conduct additional architectural and archaeological surveys of its historic district. If so, the Town may want to consider becoming established as a Certified Local Government for historic preservation funding purposes through the N. C. Division of Archives and History. This designation could increase Beaufort's chances for funding of locally desirable survey or other preservation work.

#### **Industrial Development**

Because of Beaufort's desire to maintain its attractiveness as a community and to protect its tourism industry, the Town wishes to encourage the establishment or expansion of industrial developments which are "clean" in nature and which are in keeping with the existing character of Beaufort. Preferred development would include small or medium scale light industrial uses which do not produce or handle any toxic, hazardous, or odorous materials or substances.

#### **Commitment to State and Federal Programs and Assistance to Channel Maintenance Projects**

Beaufort supports those state and federal programs and policies which effect its jurisdiction, consistent with locally adopted plans, policies and ordinances.

Beaufort supports the continued maintenance of existing channels within its jurisdiction and will cooperate with efforts necessary for channel maintenance.

#### **STORM HAZARD MITIGATION AND POST DISASTER RECONSTRUCTION PLAN**

##### **Storm Hazard Mitigation**

A significant amount of the land area in Beaufort lies within the hazard areas defined in Before the Storm (McElyea, Brower, and Godschalk, UNC Center for Urban & Regional Studies, 1982), the Division of

Coastal Management's guide to pre-hurricane and post-disaster planning. Applicable hazard areas within Beaufort included the Estuarine Shoreline AEC (Hazard Area 1, the most severe category), and FEMA A-zone lines (Hazard Area 3).

In most cases, these lands are subject to local, state and federal standards which will limit the placement or replacement of structures within the hazard area.

In general terms, Beaufort's existing policies meet the requirements for storm hazard mitigation planning in Before the Storm. These policies consist of a combination of accompanying Land Use Plan policies and regulations established by the Town's land development ordinances. Specifically:

- o Lands in the estuarine shoreline AEC are subject to development limitations which are in the process of being strengthened by the Coastal Resource Commission. The expected effect will be to further limit the amount and placement of development in these fragile areas. This will indirectly provide a further limitation on new construction which would be at risk from hurricanes and tropical storms.
- o Lands in FEMA A-zones are subject to elevation standards and insurance requirements which help ensure that damage to any new development which occurs will be minimized in the event of a hurricane or tropical storm.
- o The Town's policies and ordinances support and are consistent with State policies and regulations for development in Areas of Environmental Concern.
- o All new development must conform with the provisions of the North Carolina Building Code.
- o The Town's flood plain development policies conform with all Federal and State requirements.

#### **Post Disaster Reconstruction**

The Beaufort Post Disaster Reconstruction Plan has been provided as a separate document. A summary of Post Disaster Reconstruction policies and procedures is outline below. These policies presume intergovernmental coordination with the Carteret County Evacuation Plan and recovery procedures operations.

The Town's Post Disaster Reconstruction Plan is organized in the following sections:

- o Introduction
- o Organization of Local Damage Assessment Team
- o Damage Assessment Procedures and Requirements

- o Organization of Recovery Operations
- o Recommended Reconstruction Policies

The following provides a summary of the plan's most important provisions and policies from each of these five sections.

- (1) Introduction. Defines plan purpose and use; identifies three distinct reconstruction periods: Emergency, Restoration and Replacement/Reconstruction. Outlines sequence of procedures to be followed to meet State and Federal Disaster relief regulations: 1) Assess storm damage and report to County, 2) County compiles and summarizes individual community reports, 3) State compiles County data and makes recommendation to the Governor, 4) Governor requests presidential declaration, 5) Federal relief programs available.
- (2) Organization of Local Damage Assessment Team. Outlines personnel available and sets up means for mayoral appointment of team.
- (3) Damage Assessment Procedures and Requirements. The purpose of this phase is to rapidly determine immediately following a storm disaster: 1) number of structures damaged, 2) magnitude of damage by structure type, 3) estimated total dollar loss, and 4) estimated total dollar loss covered by insurance. To accomplish this, the plan establishes four categories of damage: 1) destroyed (repairs > 80 % of value), 2) major (repairs > 30 % of value), 3) minor (repairs < 30 % of value), and 4) habitable (repairs < 15 % of value). A color coding system is recommended for this phase of damage assessment. Total damage in dollars is estimated by taking the tax valuation times a factor to make prices current, then factoring these figures according to number of structures in each of the above damage classifications. Estimated insurance coverage is made by utilizing information as to average coverage obtained by insurance agencies on an annual basis.
- (4) Organization of Recovery Operations. The Mayor and Board of Commissioners assume the duties of a Recovery Task Force. The Task Force must accomplish the following:
  - o Establish re-entry procedures.
  - o Establish overall restoration scheme.
  - o Set restoration priorities.
  - o Determine requirements for outside assistance and requesting such assistance when beyond local capabilities.
  - o Keep appropriate County and State officials informed using Situation and Damage Reports.
  - o Keep the public informed.
  - o Assemble and maintain records of actions taken and expenditures and obligations incurred.



- o Proclaim a local "state of emergency" if warranted.
  - o Commence cleanup, debris removal, and utility restoration activities undertaken by private utility companies.
  - o Undertake repair and restoration of essential public facilities and services in accordance with priorities developed through situation evaluations.
  - o Assist individual property owners in obtaining information on the various types of assistance that might be available from Federal and State agencies.
- (5) Recommended Reconstruction Policies. The policies outlined are for the Mayor and Commissioners to consider after a storm occurs. It is impractical to determine at this time what specific responses are appropriate, since the circumstances surrounding a given storm can vary greatly. The following policy areas are discussed:

Permitting. Permits to restore previously conforming structures outside AEC's issued automatically. Structures suffering major damage allowed to rebuild to original state but must be in compliance with N.C. Building Code, Zoning, and Flood Hazard Regulations. Structures with minor damage allowed to rebuild to original state before the storm. Structures in AEC's allowed to rebuild only after determination has been made as to adequacy of existing development regulations in these special hazard areas.

Utility and Facility Reconstruction. Water system components repaired or replaced must be floodproofed or elevated above the 100 year flood level. Procedures established to effect emergency repairs to major thoroughfares if necessary.

Temporary Development Moratorium. To be considered after major storm damage for AEC's if existing regulations appear inadequate to protect structures from storm damage.

#### CONTINUING PUBLIC PARTICIPATION

Beaufort realizes an important part of any planning program is citizen involvement, and throughout the planning process during the 1985 Update, has encouraged its citizens to become involved in the land use planning process. The press was notified of meetings at which the plan was to be discussed through press releases and the public was invited. The Beaufort Board of Adjustments (which includes the Town Board of Commissioners) was the group responsible for the development and review of the land use plan, and meetings to discuss plan development were generally held at regular Board of Adjustment sessions. The Land Use Plan Update was discussed at public meetings on the following dates: November 12, 1984; January 14, 1985; March 4, 1985; April 29, 1985; May 13, 1985; June 3, 1985; and July 1, 1985.

A questionnaire was developed by the Town's planning board in conjunction with the consultant and was distributed to Town residents and residents of the extraterritorial jurisdiction in May, 1985. Over 400 of the 2000 surveys distributed were returned. The survey results were most helpful in identifying and confirming the feelings of the community at large on such issues as growth levels and the location of new growth, urban service delivery and extension, and the desirability of additional tourist accommodations in Beaufort.

Beaufort's policies on public involvement are as follows:

- o All land use plans and updates will be prepared with public participation.
- o Citizen participation in the land use planning process will be accomplished through:
  - o Education: the public will be kept informed of progress on the land use plan through the use of a variety of media. Methods which can be used include, but are not limited to, news releases, news reports on meetings dealing with the land use plan, public meetings and presentations, television public service announcements and flyers.
  - o Direct participation: citizens will have an opportunity to attend public meetings dealing with the land use plan, submit comments on an informal and formal basis, and review the final draft at required public hearings. Citizen's surveys can reach every household in the city, providing a broad based opportunity for participation.

## LAND CLASSIFICATION

The Land Classification Map is a generalized map differentiating between development-oriented areas and areas which have been set aside for natural resource protective purposes.

Beaufort's land classification designations are consistent with the land classification system described in the State Land Use Planning Guidelines (NCAC 15, Subchapter 7B). The Town's land classification map has been coordinated with and is consistent with Carteret County's system. The majority of Beaufort has been classified as "developed". Portions of the extraterritorial area, notably the Beaufort - Morehead City airport and subdivided residential areas, are classified transition. The majority of the extraterritorial area remains undeveloped and is classified rural. The coastal wetlands, floodplain areas, estuarine waters and Rachel Carson National Estuarine Sanctuary have been placed in the "conservation" category. The classifications were based on the following descriptions.

### Developed

This classification is intended to provide for continued intensive development and redevelopment of existing areas that are at or approaching the following densities:

- o 500 dwelling units per square mile, or
- o Three (3) dwelling units per acre, or
- o Where a majority of lots are 15,000 square feet or less, and

which are currently served by public water, sewer, recreational facilities, and police and fire protection.

### Transition

The intent of the transition classification is to provide for future intensive urban development at the densities specified above under the developed classification. These areas are or will be served with the same urban services as those areas in the developed land classification.

### Rural

The purpose of the rural class is to provide for agriculture, forestry, mineral extraction and various other low intensity uses, including low density dispersed residential uses where urban services are not and will not be required. Any development in this class should not significantly impair or permanently alter natural resources.

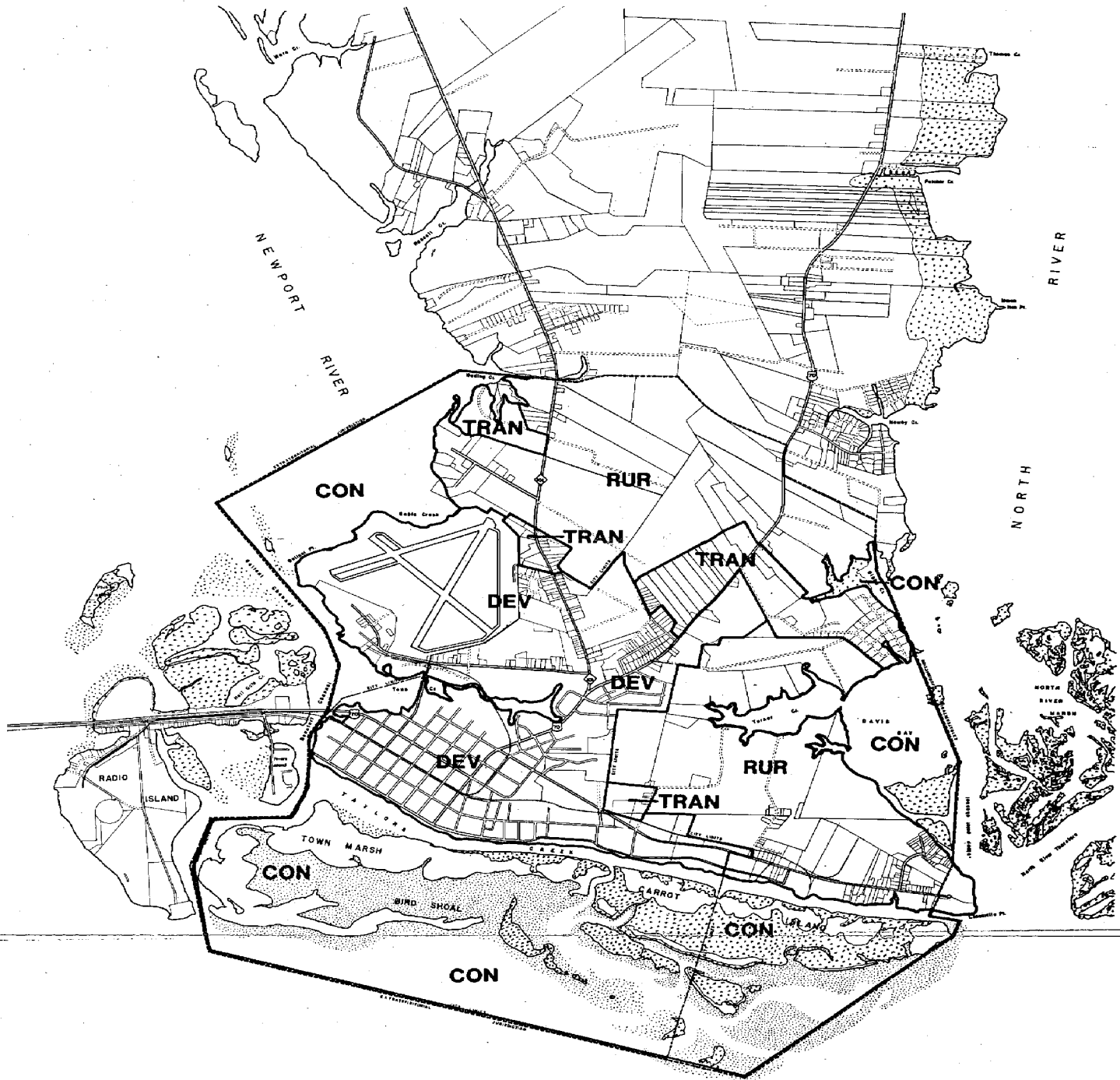
### Conservation

The purpose of the conservation class is to provide for the effective long term management and protection of significant, limited or irreplaceable areas. Management is needed due to the natural, cultural

recreational scenic or natural productive values of both local and more than local concern.

This class is generally applicable to major wetlands, undeveloped shorelines, and areas of important wildlife habitat. The Rachel Carson National Estuarine Sanctuary is a significant component of the conservation land class in Beaufort.

The preparation of this map was financed in part through a grant provided by the North Carolina Coastal Management Program, through funds provided by the Coastal Zone Management Act of 1972, as amended, which is administered by the Office of Ocean and Coastal Resource Management, N.O.A.A.



## BEAUFORT, N.C.

### LAND CLASSIFICATION

DEV DEVELOPED  
TRAN TRANSITION  
RUR RURAL  
CON CONSERVATION

Prepared By: SATILLA PLANNING  
200 Osborne Street  
St. Marys, Georgia  
Mapping Date: AUGUST, 1985



0' 800' 1800' 2400'

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